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BEFORE THE ARIZONA CORPORATION COMMISSION

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COMMISSIONERS

MIKE GLEASON, Chairman WILLIAM A. MUNDELL JEFF HATCH-MILLER

KRISTIN K. MAYES

GARY PIERCE

2008 MAY 12 A 10: 33

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IN THE MATTER OF THE APPLICATION OF ARIZONA-AMERICAN WATER COMPANY, INC. FOR A DETERMINATION OF THE CURRENT FAIR VALUE OF ITS UTILITY PLANT AND PROPERTY AND FOR INCREASES IN ITS RATES AND CHARGES BASED THEREON FOR UTILITY SERVICE BY ITS ANTHEM WATER AND ANTHEM/AGUA FRIA WASTEWATER DISTRICTS.

DOCKET NO. WS-01303A-06-0403
Arizona Corporation Commission

DOCKETED

MAY 12 2008

DOCKETED BY

PROCEDURAL ORDER DENYING
MOTION TO REOPEN RECORD
AND SCHEDULE A HEARING

BY THE COMMISSION:

On June 16, 2006, Arizona-American Water Company ("Arizona-American" or "Company") filed with the Arizona Corporation Commission ("Commission") an application for a determination of the current fair value of its utility plant and property and for increases in its rates and charges for utility service in its Anthem Water and Anthem/Agua Fria Wastewater Districts.

Intervention was granted in this matter to the Residential Utility Consumer Office ("RUCO") and the Anthem Community Council ("Council").

The hearing in this matter commenced as scheduled, on May 29, 2007, continuing on May 30 and 31, 2007, and June 1 and 4, 2007.

Following the June 4, 2007, hearing date, the hearing continued again on July 13, 2007. On that date a witness from Pulte Homes, Inc. ("Pulte") appeared before the Commission to answer questions relating to the agreements underlying a portion of Arizona-American's rate increase request in this docket. Following the testimony of the Pulte witness on July 13, 2007, the record was left open in order to allow for the filing of late-filed exhibits and responses thereto, and to allow additional discovery.

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Following the July 13, 2007, hearing date several post-hearing filings were made.

On July 17, 2007, the Council filed a copy of its First Set of Data Requested to Non-Party Witness Pulte Homes.

Also on July 17, 2007, RUCO filed its First Set of Data Requested to Pulte Homes, Inc.

On July 20, 2007, the Council filed its Late-Filed Exhibit C-8 (Public Reports).

On July 23, 2007, Staff filed Late-Filed Exhibit S-16.

Also on July 23, 2007, Arizona-American filed Late-Filed Exhibit A-30.

On July 24, 2007, Arizona-American filed Late-Filed Exhibit A-31.

On July 30, 2007, the Council filed its Late-Filed Exhibits in Response to Staff's Late-Filed Exhibit S-16.

On July 30, 2007, Staff Filed its First Set of Data Requested to Pulte Homes, its Sixteenth Set of Data Requested to Arizona-American Water Company, and its First Set of Data Requested to Citizens Utilities Company.

On August 17, 2007, Pulte filed the following: Pulte Home Corporation's Response to Commission Questions, Pulte Home Corporation's Response to RUCO's First Set of Data Requested, Pulte Home Corporation's Response to Staff's Data Requested, and Pulte Home Corporation's Response to the Anthem Community Council's First Set of Data Requested to Non-Party Witness.

On September 17, 2007, a copy of a letter from Commissioner Mayes to counsel for Pulte was docketed.

On October 3, 2007, Staff filed a Revised Engineering Report and Revised Revenue Requirement Schedules, and on October 4, 2007, Staff filed its revised Typical Bill Analysis and Rate Design schedules, to reflect Staff's proposed revised allocation of Arizona-American's Northwest Valley Regional Treatment Facility ("Northwest Plant").

On October 9, 2007, Arizona-American filed a copy of the executed Fourth Amendment to Agreement for Anthem Water/Wastewater Infrastructure ("Fourth Amendment"). In a letter to the Commission included in the October 9, 2007, filing, Arizona-American requested that the remainder of this rate proceeding be expedited to enable a Commission vote at its December, 2007, Open Meeting.

On October 10, 2007, a Procedural Order was issued setting a deadline of October 24, 2007, for parties to file responses to late-filed exhibits or request additional hearings. The Procedural Order also set deadlines for the filing of final schedules and briefs, and suspended the timeclock due to the additional time required to complete the hearings on this matter.

On October 12, 2007, a telephonic procedural conference was convened at the request of the parties. Counsel for the Company, the Council, RUCO, and Staff attended.

At the October 12, 2007, telephonic procedural conference, RUCO requested that another day of hearing be scheduled in order to allow cross-examination of Company, Pulte and Staff witnesses on the post-hearing filings. Arizona-American stated that it would like to have another hearing date scheduled as soon as possible to allow cross-examination on the Fourth Amendment and on Staff's schedules reflecting its revised allocation of the Northwest Plant. The Council agreed that an additional day of hearing was necessary. Staff stated that it planned to make witnesses available for cross-examination on the revised schedules it had filed. Staff further stated that it would take the steps necessary to have a witness from Pulte available to testify.

On October 12, 2007, following the telephonic procedural conference, a Procedural Order was issued setting the hearing in this matter to reconvene on October 31, 2007, and requiring Staff to take the necessary steps to have a witness for Pulte available on that date to testify regarding the Fourth Amendment filed on October 9, 2007, and regarding previously requested information. The October 12, 2007, Procedural Order stated that the procedural schedule for the filing of final schedules, closing briefs, and reply briefs would be discussed at the hearing.

On October 19, 2007, Pulte filed a letter to Commissioner Mayes responding to questions.

On October 22, 2007, the Council docketed its Response to Staff's Notice of Filing. The Council stated therein that the Council "hereby provides notice of Council's intention to timely respond to Staff's October 4th Notice of Filing, after an opportunity to question Staff's witness at the October 31, 2007 hearing date. Council intends to respond in the form of final schedules no later than November 6, 2007 and/or in its Closing Brief."

On October 24, 2007, Staff filed its Status Update and Request for Procedural Order. Staff indicated that pursuant to the October 12, 2007, Procedural Order, Staff had arranged with Pulte for a

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28 1 The Company did not cross-examine Mr. Irvine.

witness to voluntarily appear on October 31, 2007, and that Pulte had requested that the hearing commence at 8:30 or 9:00 a.m. because the witness had other meetings scheduled for later in the day.

On October 26, 2007, the Company made a filing supporting Staff's Request for a Procedural Order.

On October 26, 2007, a Procedural Order was issued setting the commencement time of the October 31, 2007, hearing date for 8:30 a.m.

The hearing reconvened as scheduled on October 31, 2007, with testimony continuing through November 1, 2007. Public comment was taken at the commencement of the hearing on October 31, 2007. Daniel Christopher Ward, Pulte's counsel for Arizona and New Mexico, provided testimony on behalf of Pulte and was cross-examined by Commissioner Mayes and Commissioner Mundell. Paul Townsley, President of Arizona-American, was recalled and provided testimony, and was cross-examined by Commissioner Mundell and Commissioner Mayes, and by counsel for the Council, RUCO and Staff. Ray L. Jones, past President of Arizona-American and now a consultant for Arizona-American, was recalled and provided testimony, and was cross-examined by Commissioner Mundell and Commissioner Mayes. Linda J. Gutowski, Senior Financial Analyst for Arizona-American, and Thomas M. Broderick, Manager, Rates and Regulatory Affairs for American Water, Western Region, were recalled and provided testimony, and were cross-examined by counsel for RUCO, the Council, and Staff. Gerald Becker, Staff Public Utilities Analyst, Katrin Stukov, Staff Utilities Engineer, and Steven Irvine, Staff Public Utilities Analyst, all were recalled, provided testimony, and were cross-examined by counsel for RUCO, the Council, and the Company. Rodney L. Moore, RUCO Public Utilities Analyst, was recalled and provided testimony regarding the Northwest Plant, and was cross-examined by counsel for Staff, the Council, and the Company. Marylee Diaz Cortez, Chief of Accounting and Rates for RUCO, was called as a rebuttal witness for the Company and provided testimony.

On November 1, 2007, at the close of the hearing, the parties agreed to a schedule for the filing of final schedules, closing briefs, and reply briefs.

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On November 2, 2007, the Company filed its Final Rate Design Schedules.

On November 6, 2007, the Company filed Late-Filed Exhibit A-34 (Revised Exhibit TMB R-

On November 6, 2007, RUCO filed its Final Post Hearing Schedules.

On November 6, 2007, Staff filed the Final Schedules of Dennis Rogers, Steven Irvine, Gerald Becker, and Pedro M. Chaves.

On November 6, 2007, Pulte filed a letter addressing information on two issues requested by Commissioner Mayes and Commissioner Mundell at the continuation of the hearing on October 31, 2007.

On November 7, 2007, the Council filed its Final Revised Schedules and Responses to Late-Filed Exhibits.

On November 14, 2007, Pulte filed a letter to Commissioner Mayes and Commissioner Mundell.

On November 19, 2007, RUCO filed its Revised Final Schedules.

On November 30, 2007, Arizona-American, the Council, RUCO, and Staff filed Closing Briefs.

On December 18, 2007, Arizona-American, the Council, RUCO, and Staff filed Reply Briefs.

On March 13, 2008, RUCO and the Council jointly filed a Motion to Open the Record and Schedule a Hearing ("Motion"). The Motion requests that the record be opened in this docket for the limited purpose of taking additional testimony to supplement the record concerning the allocation of the Northwest Plant to the Anthem/Agua Fria Wastewater District. RUCO and the Council assert in the Motion that it would be "helpful to the Commission if the record were supplemented regarding the appropriate allocation percentages that should be considered for ratemaking treatment in the Anthem/Agua Fria Districts, as well as any other alternatives on an appropriate ratemaking treatment for the allocation," and that "it would be further helpful if the parties were allowed an opportunity to do some additional discovery if they felt it was necessary." The Motion asserted that "it would serve no purpose to recite the procedural history of this case," but that "it would be beneficial for the record to be supplemented so that the Commission will have a complete record from which to make its

Decision."

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On March 17, 2008, Arizona-American filed its Response to the Motion. Therein, the Company stated that the procedural history of this case is very important, in that it shows that RUCO and the Council were provided ample opportunity to address the Northwest Plant allocation issue while the record was open, and that each did in fact address the issue while the record was open. Arizona-American stated that prior to the reconvening of the hearing on October 31, 2007, RUCO had known for nine weeks, and the Council had known for seven weeks, that the Northwest Plant reallocation would be an issue, but they chose to conduct no discovery, and that RUCO and the Council extensively cross-examined Staff and the Company concerning the revised Northwest Plant allocation when the hearing reconvened.

Arizona-American argued that a party may be entitled to reopen the record and provide additional argument in certain limited circumstances: if sufficient due process was not provided; if it was ineffectively represented by counsel, so that it was unable to prosecute a case effectively; or if there is newly-discovered material evidence. The Company stated that RUCO and the Council have never claimed that the response time allotted prior to the October 31, 2007, hearing date was not sufficient, and did not request additional time; that they have not claimed ineffective representation by counsel; that they have not alleged that they have discovered any new material evidence, or that they could not have diligently discovered such evidence in time for the October 31, 2007, hearing; and that RUCO and the Council in fact conducted no discovery on the Northwest Plant allocation issue. Arizona-American asserted that granting the Motion would do irreparable financial harm to the Company by delaying the implementation of new rates, and requested that the Motion be denied. In the alternative, the Company requested that a recommended opinion and order be issued with a recommendation of final rates for the Anthem Water District, and interim rates for the Anthem/Agua Fria Wastewater District, with a second phase of the case to follow, for the single issue of the Northwest Plant allocation, if the Commission deems it necessary to address the issue prior to the next rate proceeding for the Anthem/Agua Fria Wastewater District.

On March 21, 2008, a Procedural Order was issued setting Oral Argument for March 28, 2008, on the March 13, 2008, Motion.

 On March 21, 2008, RUCO filed its Reply to Arizona-American's Response to the March 13, 2008, Motion. RUCO argued that it "did not feel, nor does it feel that it is RUCO's burden to conduct discovery for the purpose of creating a record that would support the Company and Staff's position." RUCO further argued that "at the time Staff filed its amended schedules on October 3, 2007, RUCO was not only unaware of exactly what Staff was recommending, RUCO, like all the parties, did not even know if Staff's recommendation would be an issue in this case" and that whether it would be an issue would not be known until the Commission decided the Sun City West Wastewater rate case, in which the Northwest Plant allocation was at issue. RUCO asserted that because the Sun City West Wastewater Decision "made it clear that the allocation issue will be decided in this case and not the Sun City Wastewater case, it is appropriate to open the record in this case to take additional evidence." RUCO stated its belief that further evidence on the issue of proper ratemaking treatment for the Northwest Plant would be beneficial to the Commission. In addition, RUCO stated that it does not oppose the Company's alternative proposal to separate the water and wastewater districts for decision making purposes.

On March 25, 2008, Staff filed its Response to the March 13, 2008, Motion. Staff opposes the Motion. Staff stated that RUCO and the Council received actual notice of Staff's changed recommendation regarding the Northwest Plant allocation, from 2.5 percent to 32 percent, on October 3, 2007. Staff argued that this notice complied with the October 5, 2006, Procedural Order in this case which required substantive corrections, revisions or supplements to pre-filed testimony to be reduced to writing and filed no later than five days before the witness was scheduled to testify. Staff argued that additional due process was made available to the parties by the October 9, 2007, Procedural Order issued in this case, which set a deadline of October 24, 2007, for the parties to file their responses, if any, to late-filed exhibits, and to request additional hearings, if any, and that neither RUCO nor the Council requested additional hearing days, and that neither conducted discovery on the allocation. Staff argued that lack of due diligence by a party constitutes an insufficient reason to reopen a closed record, and that both RUCO and the Council rested their cases notwithstanding an invitation by the presiding officer to provide further hearings. Staff further argued that Staff's resources are limited, such that it cannot continually retry cases that have already

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26 28 been fully vetted, and that continually litigating cases because a party doesn't agree with the results will waste scarce State resources. Staff asserted that the record in this case will support any policy decision by the Commission and that no further process is necessary or appropriate prior to the issuance of a recommended opinion and order in this case for consideration by the Commission.

On March 27, 2008, the Council filed its Reply in Support of Motion to Open the Record. Therein, the Council argued that the Council did not receive any kind of actual written notice of the revised recommendations regarding the Northwest Plant allocations until October 3, 2007. The Council argued that RUCO and the Council did not have sufficient due process prior to the October 31, 2007, hearing because the proposed Northwest Plant allocation changes were "buried with the amended report," and that it was "unfair and unreasonable under these circumstances to expect a party to provide coherent or meaningful response to last minute exhibits and/or last minute major changes to a case prior to the actual hearing on those very same issues." The Council argued that both RUCO and the Council objected on the record to the Northwest Plant allocation changes and the "timing and procedure in which such changes were becoming part of the case." The Council also asserted in its March 27, 2008, Reply that Staff and the Company failed to meet their burden of proof on the Northwest Plant allocation issue, and that "re-opening the record to allow Staff to actually meet its burden of proof is essential." Finally, the Council stated that the final outcome of this case should be based in equity. The Council argued that if the "Council and RUCO are not permitted to re-open the record and fully litigate the NWVTF [Northwest Plant] re-allocation issue, the evenhandedness of this entire process will be put into question."

On March 28, 2008, oral argument was taken from the parties on the Motion to Reopen the Record. The parties entered appearances through counsel and provided oral argument in support of their positions.

RUCO contended in oral argument that Staff failed to meet its burden of proof and evidentiary threshold to support its recommendation that 32 percent of the Northwest Plant be allocated to the Anthem/Agua Fria Wastewater District. (Transcript of March 28, 2008 Oral Argument (hereinafter "Tr.") at 5, 23.) RUCO conceded that it did have notice of Staff's change of position on the Northwest Plant allocation, that it did conduct extensive cross examination on the

issue, and that RUCO is content with the record regarding procedure. (Tr. at 5-7.) RUCO acknowledged that the Company's concerns about delay are legitimate. (Id.)

The Council reiterated in oral argument the importance of equity and giving all the parties a full chance to litigate the issues. (Tr. at 8.) Both RUCO and the Council stated that they would support deferring the issue of the Northwest Plant allocation to the next Anthem/Agua Fria rate case. (Tr. 7-9.)

Staff expressed concern with the prospect of allowing cases to be reopened for the purpose of allowing parties to relitigate issues that they have already litigated. (Tr. at 10.) Staff stated its belief that granting the Motion in this instance under the current facts and circumstances would severely diminish the meaning of the Commission's process. (Tr. at 12.)

In response to the assertions that Staff failed to meet its burden of proof, Staff stated that it presented its case in compliance with all procedural orders, and that Staff believes it met its burden of proof by presenting the testimony of a witness who provided her expert opinion for the Northwest Plant allocation. (Tr. at 10.) Staff stated that its engineering witness testified in detail about her rationale for developing her position based on her expertise. (Tr. at 10.) Staff asserted that RUCO and the Council failed to take multiple opportunities to fully develop a rebuttal case to the case that Staff presented. (Tr. at 11.) Staff pointed out that the parties could have, at any time prior to the close of the record on November 1, 2007, requested additional hearing days, additional time for discovery, or additional time to develop testimony and that if the parties had requested such additional due process, Staff would have supported such a request. (Tr. at 11-12.)

Staff posited that RUCO and the Council seem to be asking that the record be reopened for the purpose of having Staff provide additional support or evidence for Staff's position on the Northwest Plant allocation. (Tr. at 12.) Staff responded that it has presented all the evidence it has to present, and that reopening the case will not change that fact. (Tr. at 12, 38-39.) The Company agreed with Staff. The Company stated that Staff's engineering witness testimony, and the cross examination of Staff's and the Company's witnesses by RUCO and the Council, have provided ample evidence in the record on which to make a determination regarding the proper allocation of the Northwest Plant. (Tr. at 18.)

The Company stated that the delay up to this point in this case has already caused the

1 2 Company to forego at least \$2 million in revenues, and that the further requested delay would result 3 in even more unrecoverable revenues, at a minimum cost of \$400,000 for every month of delay. (Tr. 4 at 15-16, 20.) The Company asserted that both RUCO and the Council had actual notice that the allocation of the Northwest Plant would be an issue; that the timing of Staff's revision of its position 5 was not unusual; and that RUCO and the Council had the opportunity to conduct discovery, present 6 7 evidence, and conduct cross-examination. (Tr. at 16-17.) The Company pointed out that neither 8 party provided objections to the procedural schedule; both parties conducted cross-examination; 9 RUCO put on additional evidence; the Council in a pleading expressly declined the invitation to 10 present additional evidence, indicating that the Council would rest on cross-examination and briefing; 11 and that neither RUCO nor the Council asked for additional time. (Tr. at 17-18.) Regarding 12 comments suggesting deferral of this issue to the next rate proceeding, the Company stated that it 13 would oppose such a procedure if it would mean that there would be no allocation in this case, 14 because the Company believes such a procedure would result in lost revenues approaching \$1 million 15 for what the Company believes are legitimate expenses and legitimate return to rate base and

Discussion

depreciation associated with the facility. (Tr. at 20.)

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proposed by the Company and Staff because RUCO didn't have enough time to do so, RUCO acknowledged that it never requested additional time. (Tr. at 24.) When the hearing reconvened following Staff's October 3, 2007, filing, RUCO offered its witness' testimony on the issue, and also cross-examined Staff's witness on the issue. (Tr. at 26.) During oral argument on the Motion, RUCO stated that it believes it would be fair to reopen the record in this proceeding at ratepayers' expense so that it can supplement its case, because RUCO failed to ask for more time before the close of the record, for the reason that RUCO "hadn't digested" the issue, and "didn't know completely

While RUCO argued that it never offered alternatives to the Northwest Plant allocation

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what the issue was" before it rested its case. (Tr. at 28.) We disagree with RUCO's assessment in

this instance. We find that it would be unfair and inappropriate to reopen the record for the purpose

of allowing RUCO or the Council to supplement it at this point in the proceedings.² Because the moving parties failed to take advantage of multiple opportunities to request more time to conduct discovery and develop a rebuttal case, we find that the Motion is untimely, and that granting it would not only be unfair to the Company and Staff, but would subvert the timely and orderly processing of this case. Moreover, RUCO stated in oral argument that it is content with the record and does not complain of the process in this case, (Tr. at 25), and does not claim that it was deprived of an opportunity to present its case on the allocation issue, (Tr. at 27). Neither does RUCO assert that new material evidence has become available regarding the Northwest Plant allocation since the close of the record, nor that RUCO was inadequately represented in the proceeding. (Tr. at 25.) And while the Council proffered an argument on March 28, 2008, that it did not have a fair opportunity to litigate the Northwest Plant allocation issue, (Tr. at 35), the record reflects that the Council timely responded to the October 9, 2007, Procedural Order, which directed the filing, by October 24, 2007, of responses to late-filed exhibits, including Staff's October 3, 2007, filing regarding the Northwest Plant allocation, and directed that any additional hearing days also be requested by that date. In its October 22, 2007, responsive pleading, the Council expressly indicated the Council's intent "to timely respond to Staff's October 4th Notice of Filing, after an opportunity to question Staff's witness at the October 31, 2007 hearing date. Council intends to respond in the form of final schedules no later than November 6, 2007 and/or in its Closing Brief." (Council's October 22, 2007, Response to Staff's Notice of Filing.) Neither the Council nor RUCO conducted discovery on the Northwest Plant allocation issue following Staff's October 3, 2007, filing, nor did they request additional time to respond. (Tr. at 26, 31.) Both RUCO and the Council cross-examined witnesses on the issue, and both addressed the issue in closing briefs. When questioned as to why, if the Council believed on November 1, 2007, that it was not able to litigate the Northwest Plant allocation issue, it waited until March 13, 2008 to request that the record be reopened for that purpose, the Council stated that it could offer no answer. (Tr. at 36.)

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The issues surrounding the Northwest Plant allocation that RUCO and the Council wish the

² The Motion was filed 133 calendar days after the close of the hearing on November 1, 2008.

The moving parties have

Commission to address are legal, and not factual in nature. The parties had notice of the issue and 1 were provided ample, adequate, and reasonable opportunity to request additional time to conduct 2 3 discovery and present evidence on the Northwest Plant allocation. addressed the issue in closing briefs. The evidentiary record is sufficient to allow the Commission to 4 make a legal determination on the Northwest Plant allocation issue, including whether parties have 5 met their burdens of proof. The record need not be reopened for the Commission to make its 6 determination, which may, of course, differ from the proposals offered by the parties. 7

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Good cause does not exist to reopen the record in this case.

IT IS THEREFORE ORDERED that the March 13, 2008, Motion to Open the Record and Schedule a Hearing, filed by the Residential Utility Consumer Office and the Anthem Community Council is hereby denied for the reasons set forth herein.

IT IS FURTHER ORDERED that the Ex Parte Rule (A.A.C. R14-3-113 - Unauthorized Communications) continues to apply to this proceeding and shall remain in effect until the Commission's Decision in this matter is final and non-appealable.

IT IS FURTHER ORDERED that withdrawal of representation must be made in compliance with A.A.C. R14-3-104(E) and Rule 1.16 of the Rules of Professional Conduct (under Rule 42 of the Rules of Arizona Supreme Court). Representation before the Commission includes the obligation to appear at all hearings and procedural conferences, as well as all Open Meetings for which the matter is scheduled for discussion, unless counsel has previously been granted permission to withdraw by the Administrative Law Judge or the Commission.

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1	IT IS FURTHER ORDERED that the Administrative Law Judge may rescind, alter, amend,	
2	or waive any portion of this Procedural Order either by subsequent Procedural Order or by ruling at	
3	hearing.	
4	Dated this day of May, 2007.	
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6	\mathcal{M}_{I}	
7	TEFNAWORFE	
8	ADMINISTRATIVE LAW JUDGE	
9	Copies, of the foregoing mailed/delivered	
10	this / day of May, 2007 to:	
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